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Financing of the United Nations Organization Mission in the Democratic Republic of the Congo

Financing of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Financing arrangements for the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo for the period from 1 July 2010 to 30 June 2011

Report of the Advisory Committee on Administrative and Budgetary Questions

I. Introduction

1. The Advisory Committee on Administrative and Budgetary Questions has considered the note by the Secretary-General on financing arrangements for the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) for the period from 1 July 2010 to 30 June 2011 (A/65/512). During its consideration of the proposal, the Committee met with representatives of the Secretary-General, who provided additional information and clarification.

2. During the Advisory Committee's review of the projected resource requirements for MONUSCO, detailed in section III below, the Secretary-General submitted a revised cost estimate that reflected lower requirements for air transportation in support of the voter registration process (see para. 14 below). This reduction amounted to $3,968,800, resulting in a revised total requirement for the Mission of $1,361,004,200, in comparison with the original apportionment of $1,365,000,000 for the period from 1 July 2010 to 30 June 2011. A table showing the revised estimates is attached in annex I.

3. The documents reviewed and used for background by the Advisory Committee in its consideration of the financing arrangements for MONUSCO are listed at the end of the present report.

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II. Background

4. In extending the mandate of the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC) until 31 May 2010, the Security Council, in its resolution 1906 (2009), requested the Secretary-General to carry out a strategic review of the situation in the Democratic Republic of the Congo and the Mission's progress towards achieving its mandate and to determine the modalities of a reconfiguration of the mandate of MONUC, in particular the critical tasks that needed to be accomplished before MONUC could envisage its drawdown.

5. By its resolution 1925 (2010), the Security Council decided to extend the mandate of MONUC until 30 June 2010 and decided that, from 1 July 2010, the Mission in the country would be known as the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO). The Council also authorized the withdrawal of up to 2,000 United Nations military personnel by 30 June 2010 from areas where the security situation permitted such withdrawal.

6. Subsequently, the General Assembly, by its resolution 64/275 on the financing of MONUC, appropriated $1,447,734,900 gross for the period from 1 July 2010 to 30 June 2011, inclusive of $1,365,000,000 for the maintenance of the Mission. By the same resolution, the Assembly decided to apportion the amount of $682,500,000 gross for the period from 1 July to 31 December 2010.

III. Projected resource requirements for the period from 1 July 2010 to 30 June 2011

7. The projected resource requirements for MONUSCO for the period from 1 July 2010 to 30 June 2011 contained in the note by the Secretary-General reflect a combination of two factors. First, as outlined in paragraphs 9 to 13 of the note, MONUSCO has a number of mandated tasks for which no provision was included in the MONUC budget for 2010/11, namely: (a) the provision of training to three battalions of the Congolese National Police and the refurbishment of training centres; (b) the provision of support to the Independent National Electoral Commission and to the electoral process; and (c) support for the establishment of prosecution support cells and the development and implementation of judicial administration systems. Second, there is a decrease in requirements resulting from the repatriation of 1,674 military personnel from the Mission.

8. **While additional information was provided upon request (see annex I), the Advisory Committee is of the view that the note by the Secretary-General lacked sufficient information to enable a thorough review of the proposals. The Committee urges the Secretary-General to ensure that resource proposals are consistently supported with the level of detail necessary to allow for their full consideration.** The additional information clarifies the cost implications of each of the elements. Additional resources totalling $36.7 million are sought for support to the elections, $1.6 million for the training of the Congolese National Police and $1.3 million to support the establishment of prosecution support cells. These are, however, offset by a decrease in requirements of $43.6 million resulting from the reduction in military personnel.

9. Upon enquiry, the Advisory Committee was informed that the reduction in military personnel did not have an impact on the support staffing requirements of the Mission, given that the troops have been withdrawn from locations in the west of the country, where the support staff establishment had already been reduced to minimal levels. **The Committee is of the view that the reduction in military personnel, which represents 8 per cent of the authorized strength, will necessitate a reassessment of the level and deployment of support staff and expects that this will be reflected in the budget proposal presented for the 2011/12 period.**

10. Approval is sought for the establishment of 39 temporary positions, comprising 23 United Nations Volunteers, 10 international positions and 8 National Officer positions, offset by the abolishment of 2 National General Service positions (see A/65/512, para. 19). The Advisory Committee was informed that 3 additional United Nations Volunteers were required to support the establishment of the prosecution support cells, while the remaining 36 positions are to support the voter registration process and preparations for the conduct of elections.

11. Upon enquiry, the Advisory Committee was provided with information on the current vacancy rates for civilian posts in the Mission. This information, together with the vacancy factors applied to the cost estimates for 2010/11, is outlined in the table below. While the number of National General Service staff and United Nations Volunteers deployed exceeds the number on which the cost estimates for the current period were determined, the current vacancy rate for international staff significantly exceeds the vacancy factor of 18 per cent. The Committee further noted the information provided on expenditure to date for civilian personnel (see annex II). Should the current pattern continue, the Committee notes that this would lead to underexpenditure in this category for the period as a whole.

Civilian personnel post incumbency status as at 31 October 2010

	Posts authorized	*Posts encumbered*	*Vacancy rate (percentage)*	*Vacancy factor 2010/11 (percentage)*
International staff	1 184	914	22.8	18
National Officers	119	83	30.3	20
National General Service	2 803	2 668	4.8	10
United Nations Volunteers	608	597	1.8	10

12. Additional requirements of $832,800 are requested under Government-provided personnel in respect of the deployment of 25 military justice experts to support security sector reform, with a delayed recruitment factor of 5 per cent being applied to the cost estimates (see A/65/512, para. 20). Upon enquiry, the Advisory Committee was informed that a number of Member States had expressed interest in providing military justice experts to the Mission, and as such there was an expectation that deployment could be carried out promptly following approval of those personnel. The Committee noted, however, that expenditure to date against the current appropriation for Government-provided personnel of $2.6 million totals $276,400 (see annex II).

13. With regard to operational costs, the main component relates to air operations, for which the note of the Secretary-General estimates that $33 million is required for a three-month period to support the voter registration process. Upon enquiry, the Advisory Committee was informed that the three-month period for which air transportation is required was due to end on 30 November 2010 and that, at present, 99 per cent of the voter registration materials have been distributed to the main hubs and 80 per cent have been moved from those locations to sub-hubs. To carry out those tasks, MONUSCO reprioritized the utilization of its air assets and also obtained assistance from neighbouring missions. The Committee was informed that six helicopters and two fixed-wing aircraft from neighbouring missions had been utilized and that, in addition, five aircraft that were to have been withdrawn from the Mission on 1 July 2010 had been retained to support the elections. The Committee was further informed that, taking into account actual expenditure and the remaining materials to be distributed to the sub-hubs, the total additional costs for air transportation for support to the voter registration process were currently estimated at $28.9 million rather than the $32.9 million indicated in the note by the Secretary-General. **While noting the additional clarification and revised cost estimates provided to it, the Committee is of the view that the note by the Secretary-General could have more accurately reflected the situation in respect of the Mission's support for the voter registration process, which was ongoing at the time of its submission.**

14. With regard to ground transportation, an additional $888,300 is requested for the purchase of light vehicles. The Advisory Committee was informed that the purchase of 27 vehicles was planned, 15 of which would be used to support the training of the Congolese National Police and 12 to support the electoral process. The Committee was further informed that those 12 vehicles would be utilized for electoral support during the 2011/12 budget period and subsequently would be incorporated in the Mission's fleet, replacing vehicles that are to be written off. The Committee was also informed that the number of light vehicles in the Mission was currently 1,747.

15. Upon enquiry, the Advisory Committee was provided with additional information on quick-impact projects being undertaken by the Mission. The Committee notes that of the 73 projects that had been approved, 26 were ongoing while 47 had yet to start. The Committee recalls that delays in the implementation of projects in several Missions, including MONUC, have been the subject of observations by the Board of Auditors (A/63/5 (Vol. II), chap. II, paras. 444-452). To address this issue, an additional project officer (National Officer) was approved for MONUC for the current period. **It is precisely because of the positive effect such projects can have on public perceptions of the Mission and, by extension, on the environment for effective mandate implementation, that the Committee emphasizes the need to ensure the timely completion of the planned projects.**

IV. Conclusion

16. The actions to be taken by the General Assembly in connection with the financing of MONUSCO for the period from 1 July 2010 to 30 June 2011 are indicated in paragraph 30 of the note by the Secretary-General. **The Advisory Committee recommends approval of the 39 temporary positions proposed by the Secretary-General. Noting the utilization of existing MONUSCO assets and**

of aircraft borrowed from other missions to support the voter registration process, as well as the likelihood of underexpenditure in such areas as civilian personnel, and also taking into account the revised cost estimates provided by the Secretary-General, the Committee recommends that the General Assembly approve assessment of the amount of $652,500,000 for the period from 1 July 2010 to 30 June 2011. This assessment is in addition to the amount of $682,500,000 already assessed under General Assembly resolution 64/275 for the period from 1 July to 31 December 2010.

Documentation

- Note by the Secretary-General on financing arrangements for the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo for the period from 1 July 2010 to 30 June 2011 (A/65/512)
- Report of the Secretary-General on the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (S/2010/512)
- Budget for the United Nations Organization Mission in the Democratic Republic of the Congo for the period from 1 July 2010 to 30 June 2011 (A/64/670)
- Report of the Advisory Committee on Administrative and Budgetary Questions on the financial performance report for the period from 1 July 2008 to 30 June 2009 and proposed budget for the period from 1 July 2010 to 30 June 2011 of the United Nations Organization Mission in the Democratic Republic of the Congo (A/64/660/Add.8)
- General Assembly resolution 64/275 on the financing of the United Nations Organization Mission in the Democratic Republic of the Congo
- Security Council resolution 1925 (2010)

Annex I

Revised estimates for the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo, by mandated activity, for the period from 1 July 2010 to 30 June 2011

(Thousands of United States dollars, rounded)

	Apportionment for MONUC	*Support for elections*	*Training of Congolese National Police*	*Prosecution and other*	*Withdrawal of military contingent personnel*	*Additional requirements for MONUSCO*	*MONUSCO projected requirements*	
	(1)	*(2)*	*(3)*	*(4)*	*(5)*	*(6)=(2+3+4+5)*	*(7)=(1)+(6)*	*Remarks*
I. Military and police personnel								
Military observers	47 742.3	—	—	—	—	—	**47 742.3**	
Military contingents	476 268.8	—	—	—	(38 228.5)	**(38 228.5)**	**438 040.3**	Reduced requirements resulting from the repatriation of 1,674 contingent personnel
Civilian police	20 795.0	—	—	—	—	—	**20 795.0**	
Formed police units	27 043.2	—	—	—	—	—	**27 043.2**	
Total, group I	**571 849.3**	—	—	—	**(38 228.5)**	**(38 228.5)**	**533 620.8**	
II. Civilian personnel								
International staff	179 324.5	—	—	—	—	—	**179 324.5**	
National staff	64 742.6	—	—	—	—	—	**64 742.6**	
United Nations Volunteers	25 656.3	653.1	—	100.2	—	**753.3**	**26 409.6**	Proposed deployment of 23 additional Volunteers from January to June 2011 for electoral support and for the establishment of prosecution support cells
General temporary assistance	7 288.5	938.9	—	—	—	**938.9**	**8 227.4**	Proposed establishment of 10 international temporary positions and a net total of 6 national temporary positions from January to June 2011 for electoral support
Total, group II	**277 011.9**	**1 592.0**	—	**100.2**	—	**1 692.2**	**278 704.1**	

	Apportionment for MONUC	*Support for elections*	*Training of Congolese National Police*	*Prosecution and other*	*Withdrawal of military contingent personnel*	*Additional requirements for MONUSCO*	*MONUSCO projected requirements*	
	(1)	*(2)*	*(3)*	*(4)*	*(5)*	*(6)=(2)+(3)+(4)+(5)*	*(7)=(1)+(6)*	*Remarks*
III. Operational costs								
Government-provided personnel	2 560.5	—	—	832.8	—	**832.8**	**3 393.3**	Proposed deployment of 25 additional personnel from January to June 2011 for the establishment of 3 prosecution support cells
Consultants	189.8	—	—	—	—	—	**189.8**	
Official travel	9 064.3	479.1	—	—	—	**479.1**	**9 543.4**	Additional requirements for travel by staff in the Electoral Division and Mission Support Division for electoral support
Facilities and infrastructure	125 179.4	1 351.0	1 122.9	50.5	(3 229.7)	**(705.3)**	**124 474.1**	Additional requirements for various types of equipment for electoral support and for training sites for the Congolese National Police, offset by reduced requirements related to the withdrawal of 1,674 military personnel
Ground transportation	37 696.9	451.9	436.4	—	—	**888.3**	**38 585.2**	Acquisition of 27 additional vehicles for electoral support and for the training of Congolese National Police
Air transportation	238 443.3	28 986.7	—	—	—	**28 986.7**	**267 430.0**	Short-term rental and operation of 13 additional aircraft (6 fixed-wing and 7 rotary-wing) in support of the voter registration process
Naval transportation	1 719.6	78.0	—	—	—	**78.0**	**1 797.6**	
Communications	38 511.4	2 376.3	—	285.0	(1 175.7)	**1 485.6**	**39 997.0**	Acquisition of equipment for the additional temporary personnel in support of the preparation for elections

	Apportionment for MONUC	*Support for elections*	*Training of Congolese National Police*	*Prosecution and other*	*Withdrawal of military contingent personnel*	*Additional requirements for MONUSCO*	*MONUSCO projected requirements*	
	(1)	*(2)*	*(3)*	*(4)*	*(5)*	*(6)=(2+3+4+5)*	*(7)=(1)+(6)*	*Remarks*
Information technology	13 316.2	499.3	—	—	—	**499.3**	**13 815.5**	Acquisition of additional equipment in support of the voter registration process and related electoral activities
Medical	16 377.7	—	45.0	—	(389.7)	**(344.7)**	**16 033.0**	
Special equipment	8 665.7	—	—	—	(537.8)	**(537.8)**	**8 127.9**	
Other supplies, services and equipment	22 914.0	863.5	—	15.0	—	**878.5**	**23 792.5**	
Quick-impact projects	1 500.0	—	—	—	—	—	**1 500.0**	
Total, group III	**516 138.8**	**35 085.8**	**1 604.3**	**1 183.3**	**(5 332.9)**	**32 540.5**	**548 679.3**	
Gross requirements	**1 365 000.0**	**36 677.8**	**1 604.3**	**1 283.5**	**(43 561.4)**	**(3 995.8)**	**1 361 004.2**	
Staff assessment income	30 456.1	117.9	—	—	—	117.9	30 574.0	
Net requirements	**1 334 543.9**	**36 559.9**	**1 604.3**	**1 283.5**	**(43 561.4)**	**(4 113.7)**	**1 330 430.2**	
Voluntary contributions in kind (budgeted)	4 000.0	—	—	—	—	—	**4 000.0**	
Voluntary contributions in kind (non-budgeted)	—	—	—	—	—	—	—	
Total requirements	**1 369 000.0**	**36 677.8**	**1 604.3**	**1 283.5**	**(43 561.4)**	**(3 995.8)**	**1 365 004.2**	

Annex II

Revised current and projected expenditures for the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo for the period from 1 July 2010 to 30 June 2011

(Thousands of United States dollars)

	1 July to 31 October 2010			*Projected 1 November 2010 to 30 June 2011*			
	Apportionment	*Total expenditure*	*Unencumbered balance*	*Expenditure*	*Total expenditure including projected*	*Estimated unencumbered balance as at 30 June 2010*	*Variance (percentage)*
	(1)	*(2)*	*(3)=(1)-(2)*	*(4)*	*(5)=(2)+(4)*	*(6)=(1)-(5)*	*(7)=(6)÷(1)*
Military and police personnel							
Military observers	47 742.3	17 107.9	30 634.4	30 634.4	47 742.3	—	—
Military contingents	476 268.8	239 163.1	237 105.7	198 877.2	438 040.3	38 228.5	8.0
United Nations police	20 795.0	7 210.7	13 584.3	13 584.3	20 795.0	—	—
Formed police units	27 043.2	13 587.2	13 456.0	13 456.0	27 043.2	—	—
Subtotal	**571 849.3**	**277 068.9**	**294 780.4**	**256 551.9**	**533 620.8**	**38 228.5**	**6.7**
Civilian personnel							
International staff	179 324.5	54 412.9	124 911.6	124 911.6	179 324.5	—	—
National staff	64 742.6	20 962.9	43 779.7	43 779.7	64 742.6	—	—
United Nations Volunteers	25 656.3	13 378.8	12 277.5	13 030.8	26 409.6	(753.3)	(2.9)
General temporary assistance	7 288.5	2 069.5	5 219.0	6 157.9	8 227.4	(938.9)	(12.9)
Subtotal	**277 011.9**	**90 824.1**	**186 187.8**	**187 880.0**	**278 704.1**	**(1 692.2)**	**(0.6)**
Operational costs							
Government-provided personnel	2 560.5	276.4	2 284.1	3 116.9	3 393.3	(832.8)	(32.5)
Civilian electoral observers	—	—	—	—	—	—	—
Consultants	189.8	8.8	181.0	181.0	189.8	—	—
Official travel	9 064.3	3 676.0	5 388.3	5 867.4	9 543.4	(479.1)	(5.3)
Facilities and infrastructure	125 179.4	73 285.1	51 894.3	51 189.0	124 474.1	705.3	0.6
Ground transportation	37 696.9	17 984.4	19 712.5	20 600.8	38 585.2	(888.3)	(2.4)
Air transportation	238 443.3	221 545.4	16 897.9	45 884.6	267 430.0	(28 986.7)	(12.2)
Naval transportation	1 719.6	1 452.1	267.5	345.5	1 797.6	(78.0)	(4.5)

	1 July to 31 October 2010			Projected 1 November 2010 to 30 June 2011			
	Apportionment	*Total expenditure*	*Unencumbered balance*	*Expenditure*	*Total expenditure including projected*	*Estimated unencumbered balance as at 30 June 2010*	*Variance (percentage)*
	(1)	*(2)*	*(3)=(1)-(2)*	*(4)*	*(5)=(2)+(4)*	*(6)=(1)-(5)*	*(7)=(6)÷(1)*
Communications	38 511.4	20 566.8	17 944.6	19 430.2	39 997.0	(1 485.6)	(3.9)
Information technology	13 316.2	3 894.5	9 421.7	9 921.0	13 815.5	(499.3)	(3.7)
Medical	16 377.7	7 425.5	8 952.2	8 607.5	16 033.0	344.7	2.1
Special equipment	8 665.7	4 332.9	4 332.8	3 795.0	8 127.9	537.8	6.2
Other supplies, services and equipment	22 914.0	14 690.1	8 223.9	9 102.4	23 792.5	(878.5)	(3.8)
Quick-impact projects	1 500.0	969.4	530.6	530.6	1 500.0	—	—
Subtotal	**516 138.8**	**370 107.4**	**146 031.4**	**178 571.9**	**548 679.3**	**(32 540.5)**	**(6.3)**
Gross requirements	**1 365 000.0**	**738 000.4**	**626 999.6**	**623 003.8**	**1 361 004.2**	**3 995.8**	—
Staff assessment income	30 456.1	9 358.3	21 097.8	21 215.7	30 574.0	(117.9)	(0.4)
Net requirements	**1 334 543.9**	**728 642.1**	**605 901.8**	**601 788.1**	**1 330 430.2**	**4 113.7**	—
Voluntary contributions in kind (budgeted)	4 000.0	—	—	4 000.0	4 000.0	—	—
Total requirements	**1 369 000.0**	**738 000.4**	**626 999.6**	**627 003.8**	**1 365 004.2**	**3 995.8**	—